DOCUMENT RESUME

ED 075 575 VT 019 278

AUTHOR	Norton, Robert E.; Rolloff, John A.
TITLE	A Guide to the Coordination of Supportive Services for Vocational Education Students.
INSTITUTION	Arkansas Univ., Fayetteville. Coll. of Education.; North Carolina State Univ., Raleigh. Center for Occupational Education.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Div. of Comprehensive and Vocational Education Research.
BUREAU NO	BR-9-0472
PUB DATE	Sep 72
GRANT	OEG-0-9-430472-4133(725)
NOTE	17p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Administrative Organization; *Ancillary Services; Conceptual Schemes; *Educational Coordination; *Educational Needs; Federal Legislation; *Guides; Interagency Coordination; Leadership Responsibility; Models; Sequential Approach; Student Needs; *Vocational Education

ABSTRACT

There is a considerable unmet need for the coordination of supportive services for vocational education students. Program effectiveness can be enhanced by means of interagency coordination. In order to unite the Federal, State, and local services resulting from Federal vocational legislation, local coordinators, administrators, and other leaders in education must assume responsibility for developing coordination systems and techniques. Supportive services include guidance and counseling, identification of potential students, job placement and followup, and other activities which meet the needs of vocational education students. A conceptual framework for a supportive services coordination model contains four sequential steps: (1) determining clientele needs, (2) determining what supportive services are available, (3) matching of services to needs, and (4) assessing the overall processes and outcomes in order to improve the procedures and objectives used. (Author/AG)

FILMED FROM BEST AVAILABLE COPY

ED 075575

Guide To The COORDINATION

Of Supportive Services

For Vocational Education Students

COLLEGE OF EDUCATION
UNIVERSITY OF ARKANSAS
FAYETTEVILLE, ARKANSAS

ED 075575

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

A GUIDE

TO THE COORDINATION OF SUPPORTIVE SERVICES

FOR VOCATIONAL EDUCATION STUDENTS

Robert E. Norton

Research and Development Specialist
The Center for Vocational
and Technical Education
The Ohio State University

John A. Rolloff

Associate Professor

Department of Vocational Education
University of Arkansas

This publication was prepared pursuant to a grant to the Center for Occupational Education, North Carolina State University at Raleigh from the Office of Education, U.S. Department of Health, Education, and Welfare. Points of view or opinions stated do not necessarily represent official Center or Office of Education position or policy.

Project No. 9-0472
Grant No. OEG-0-9-430472-4133(725)

COLLEGE OF EDUCATION
UNIVERSITY OF ARKANSAS
FAYETTEVILLE, ARKANSAS

March 1973

PREFACE

The parade of social legislation enacted during the decade of the 60's pursuant to the mandate laid down in the Full Employment Act of 1946 represents the multiple strategy used by the U.S. Congress in its concerted attempt to achieve the goal of equalizing educational opportunities. The legislation to achieve this goal takes many forms, including The Vocational Education Act of 1963 and amendments; The Manpower Development and Training Act of 1952, and The Elementary and Secondary Act of 1965.

Of prime concern in the preparation of the paper was the need to provide special services and programs for persons who are not able to benefit from the typical education programs to the extent desirable. These special services and programs range from health care to transportation, housing, and a variety of other areas. All supportive services are focused on helping the individual to achieve at an optimum level and to obtain optimal results from his educational or related activities. The coordination of supportive services is an integrative act which from the broadest vantage point views the individual and his acts as a meaningful entity. In other words, it focuses the services and activities on the individual and his specific needs.

This report prepared by Drs. Norton and Rolloff is especially timely for the career education movement. Educators who espouse the concept of career education and who have promulgated the movement minimize absolutes and dichotomies. Vocational and academic education are seen as parts of a larger career education whole. The school and the community are part of a total environment for learning. The parent and the teacher both have responsibilities in providing for the maximum development of the individual. Education is viewed not as terminal but as a lifelong process with hopefully easier exits from and entrances into the formal institutions. Carrying these same thoughts one step further, it is hoped that the word supportive, or ancillary, some day will no longer be used in education. The services about which Drs. Norton and Rolloff write, someday in the future, will be brought into the main tent and not cast as a side show. The implied dichotomies will be erased. The individual will be regarded as a meaningful whole, and the educational program will nurture all of his interrelated needs.

This guide is therefore a plea for abolishing isolation in education and integrating all correlated programs into a meaningful whole. The Center for Occupational Education is pleased to have been a party to the development of this guide which, hopefully, will make a contribution to the further development, use, expansion, and ultimate assimilation of supportive services.

John K. Coster, Director
Center for Occupational Education
North Carolina State University

TABLE OF CONTENTS

	Page
Preface	ii
Introduction	1
Role of Supportive Services	2
A Supportive Services Coordination Model	3
Types of Supportive Services	5
Agencies, Sponsors and the Services Available	5
Organizing for the Coordination of Supportive Services	6
The Local Coordinator	7
The Coordination Councils	7
Operational Considerations	8
Requisites for Matching Services to Needs	9
Summary	10
Bibliography	10
Appendix A: Proposed Organizational Structure for Coordination of Supportive Services	11
Appendix B: Procedure for Satisfying Individual Needs	12
Appendix C: Sample Resource Directory	13

INTRODUCTION

Many new programs and services supporting training and education have been authorized during the last decade. Problems arise from the fact that responsibility for administering these services has been widely dispersed among agencies and bureaus at the local, state, and federal levels. A recent congressional newsletter referred to a listing of over one thousand federal assistance programs which are being administered by more than 150 commissions, boards, agencies, and departments. These assistance programs are desperately needed, especially in rural areas. But because of poor or no coordination, they are often not reaching the people who need them the most.

It must be recognized that a substantial number of people living in rural as well as urban areas, both youth and adults, present and potential students, have needs that range from medical problems to the need for financial assistance. Many of these people have not shared in the economic and social progress of the nation, and their needs are real. In many cases their ability to succeed as a vocational student is prevented or restricted because of the lack of proper counseling or some other supportive service. Efforts should be centered around identifying and utilizing services to serve these students both inside and outside the school.

For example, prior to entering a training program the potential student should be counseled on the educational and occupational opportunities available. An effort should also be made to identify any other needs, such as lack of transportation or health problems, that might prevent actual enrollment.

During the training phase a unified effort should be made to provide the necessary services, as determined by the individual needs of the student, that will ensure the successful completion of his training. Upon completion of training, every effort should be made to provide job placement commensurate with the students' training and abilities and the available career opportunities.

The required coordination of efforts at all levels to better serve vocational students before, after, and during their enrollment is a hallmark of the prescriptions unanimously passed by Congress in the Vocational Education Amendments of 1968. This legislation, designed to correct major deficiences of the past, requires annual and long-range program planning "toward meeting the vocational education needs of the potential students in the state."* Moreover, for local agencies to receive funds, their plans must "have been developed in consultation with representatives of the educational and training resources available to the area to be served."* The Amendments also stipulate that state plans will provide for a cooperative exchange of information on employment needs with the State Employment Security Division and, in addition, suggest "cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities; such as institutions of higher educations, and model city, business, labor, and community action organizations."*

Vocational education programs and supportive services must be made relevant and accessible to a broader spectrum of students than ever before. To accomplish this, they must be more closely attuned to individual interests, needs, and subsequent occupational requirements. In some cases, students with personal problems will need to be referred to one or possibly several supportive service agencies to obtain the aid necessary for enrollment and progress in a vocational program. To make supportive services accessible, personnel responsible for them will have to work closely with the personnel of other school and community agencies in order to develop a comprehensive program.

Walter Arnold (1970), referring to the need for a unification of programs, services, and activities on behalf of meeting peoples' and employers' needs, is critical of past legislative attempts to force coordination. "Practically all previous administrative attempts, at federal and state levels, to bring programs and services together into a useful or meaningful pattern have failed to produce a satisfactory solution." Arnold indicates that, although the stated goals are often very commendable, the results have been "a cumbersome mass of paper containing all kinds of various program data and information which could not be collated and unified into a useful plan at the federal or state level."

---

* *Public Law 90-576, U.S. Congress, October, 1968, pp. 11-13.*

The urgent need of rural people for more education and training was recognized in early meetings of the Federal Interdepartmental Task Force responsible for planning the Concerted Services in Training and Education (CSTE) projects. C. B. Gilliland (1970) states that "the task force was especially concerned with the fact that three million rural residents had less than five years of schooling; approximately nineteen million had not completed high school; and only about half as many eligible rural as urban youth were going to college. Although some progress was being made in getting rural residents to participate in the newly established education and manpower training programs, the proportion of rural participation was still less than half that in urban areas. The task force also found that the lack of trained workers was an important factor hindering economic development efforts in many small towns and rural areas."

John McCauley of the U. S. Department of Labor (1970) indicates that as "manpower programs have placed greater emphasis upon serving the disadvantaged, more complex programs have been developed to meet the needs of such workers. Programs of this type may combine, not only elements from various manpower training programs, but also a variety of supportive services provided by several different agencies. Careful planning and coordination are required to make sure that the right type of service will be made available to the disadvantaged worker when he needs it, because a delay in receiving needed services may cause him to drop out of the program."

Although some federal agencies have attempted to work together to administer programs that meet the needs of individuals rather than fitting individuals into a particular program, there is little precedent for joint action. It has become apparent that a lack of adequate planning and coordination has resulted in gaps and duplications. Some needy people are left out of programs because they do not readily fit into existing ones. Others require several types of help in order to become productive. Too often help has not been available in the sequence or at the time which would make it most useful to the client. In many cases the potential client has been completely unaware of the services available to him.

Under these circumstances, it is logical to conclude that there is a definite need for procedures to bring about the amalgamation of services at the federal, state, and local levels toward a common goal of improved and enriched vocational education for students. Before existing programs can be effectively coordinated, persons in leadership positions must be made aware of the problem, and adequate systems and techniques of coordination must be developed. It was an awareness of the legislative requirements and the many problems facing those who must plan and coordinate supportive services for vocational education students that precipitated the need for a national institute and for this guide.

Role of Supportive Services

The term "supportive services" means different things to different people. Before we can specify the role that supportive services should play in an educational program, we must have a common frame of reference. For the purpose of this guide, the following formal definition of supportive services is offered.

A supportive service is any type of *assistance* provided a student, potential student, or former student, that meets a need and enhances his ability to enter and or successfully complete a regular vocational education program and enter employment. The parameters of supportive services are indicated by the following major types of assistance that may be involved:

1. Preliminary actions such as identifying potential students, informing them of opportunities, and helping them prepare for admission to specific programs.

2. Ancillary services, such as guidance and counseling, which may include health services, transportation, financial support, and other identified needs while the student is in a program.

3. Job placement help in making the transition from school to employment and follow-up to identify needs for additional training at the conclusion of and following the instructional program.

This definition and description of the role of supportive services may lead the reader to think that the only clientele of concern are secondary students. To dispell any such concern, the following examples are presented to illustrate how the coordination of services can help adults: (1) an unemployed mother can leave her children at a day-care center funded by one agency while she takes a training course offered by another; (2) a man is helped to find work under one program while a second helps him find low-cost housing near his job; (3) one service provides an older worker with the health care he needs in order to work while another helps him obtain a loan; and (4) a high school dropout is counseled first into a work experience program and later into a skill training course.

Another way to clarify the function and purpose of a program is to list its major objectives. It is proposed that any local program for the coordination of supportive services for vocational education students have the following as its major program objectives:

1. To identify all clientele needs on a regular and systematic basis.
2. To identify all existing and potential services and resources that might be utilized to meet the needs of clientele.
3. To establish and maintain effective cooperative working relationships with all individuals, agencies, and organizations who are able to provide any kind of supportive service assistance.
4. To coordinate or match clientele needs with the most appropriate services.
5. To encourage and help develop new services to meet unsatisfied needs.
6. To prepare and disseminate information about the various types of supportive service assistance available.
7. To evaluate the effectiveness and efficiency of the supportive services program.

Although other objectives could be appropriately listed, the seven outlined provide a sound basis for the operation of a local supportive services program.

A Supportive Services Coordination Model

The primary goal of any supportive services program is to design a coordination process or system that serves to effectively and efficiently match services and resources with clientele needs. The multiple forms of assistance required to meet peoples' and employers' needs necessitate a system which can operate to collect relevant data on clientele needs as well as information on services and resources available to meet those needs. A conceptual model which illustrates how the coordination process could operate to accomplish the desired matching of clientele needs with available services is presented in Figure 1.

The *first* step in the model, determining clientele needs, assumes that the vocational student or potential vocational student has already been identified. Until we are certain of our clientele, we cannot assess their needs. At first glance, needs assessment may appear to be an easy task, but experience with the process indicates quite the contrary. Some needs are obvious to the naked eye while others may be unfelt even by the person having them. In many cases, a distinction will also have to be made between needs and wants. It is a difficult task, but the accurate determination of clientele needs is the essential first step in the coordination process. Unless the needs to be served are known, it is impossible to determine what services and resources are required to satisfy them.

Although the determination of needs is a continuous process, once an initial assessment has been made, we are ready to begin the *second* step—determining what supportive services and resources are actually available. The needs inventory will provide a frame of reference to guide the searching process. Various procedures must be carefully employed here to open lines of communication and cooperation between the coordinator and the agencies and organizations who are able to provide the necessary services and resources. Besides contacting local agencies and organizations, an effort must also be made to identify services that are available only through regional or state offices. Only with a careful determination of services in Step 2 will it be possible to do as good a job in Step 3.

Now that we have identified needs and services, the *third* step and the heart of the coordination process, the matching of services to needs, can begin. The task here is one of establishing linkages between the clients having needs and the agency or agencies who have the capability and resources to properly service those needs. This is where the real pay-off can occur if a good job of matching is done. Ideally, the person responsible for the actual matching process will have access to data files or a computerized data bank to help him effect the best possible match. In some cases, it is likely that needs will be identified for which there is no service or resource readily available. Under these circumstances, given the limitations of realism and time, a serious attempt should be made to interest appropriate agencies, organizations, or individuals in providing the needed service.

The *fourth* and final step of the model is the assessment of the overall coordination process and its outcomes in terms of need satisfaction. Unless time is taken to periodically review the effectiveness and efficiency of the operation and its outcomes, there will be little basis for decision-making regarding desirable changes. Careful records should be kept of the type and number of needs that were met as well as those that were unmet. Information obtained from the evaluation

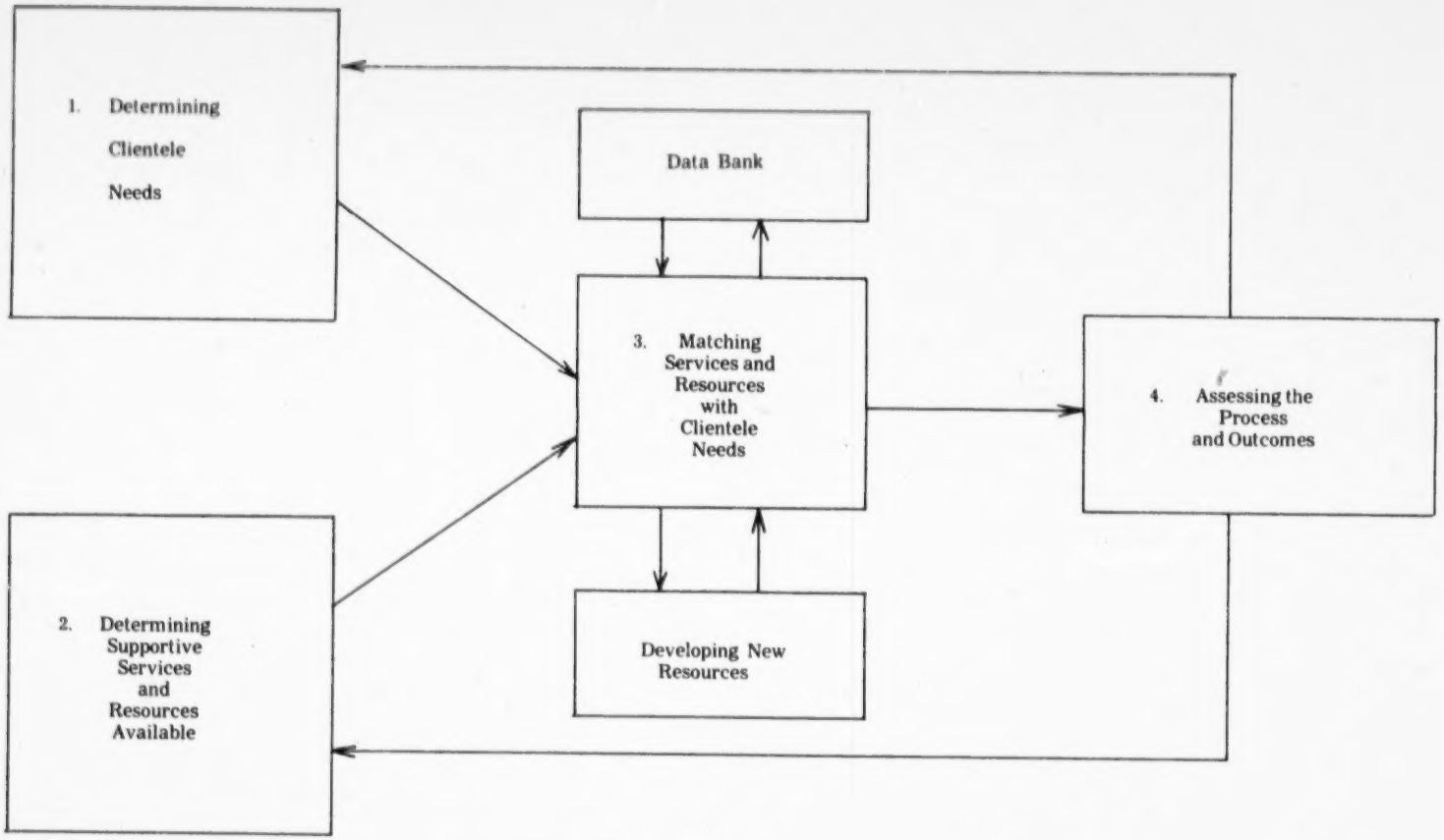

1. Determining Clientele Needs
Data Bank
3. Matching Services and Resources with Clientele Needs
4. Assessing the Process and Outcomes
2. Determining Supportive Services and Resources Available
Developing New Resources

FIGURE 1

SUPPORTIVE SERVICES COORDINATION MODEL

process should be used as feedback for improving the procedures used and, if appropriate, for modifying program objectives.

Types of Supportive Services

At this point, it is useful to consider the types of supportive services that may be required to meet clientele needs. The number and type of services available in any particular locality will vary almost in direct proportion to the size of the community (population) being served. The most commonly needed services, however, are available to nearly all persons, if not in their own area, by going to nearby communities. Although a comprehensive list of every possible service that might be needed is beyond the scope of this guide, three alternative methods of categorizing services are presented.

First, supportive services may be categorized chronologically by the time in which they are used in the vocational education process. Three categories with examples of each are as follows:

1. Pre-admission - student identification, testing and classification, guidance, preparatory education;
2. Instructional - financial aid, advising, personal maintenance, transportation;
3. Post-instructional - placement, occupational adjustment, follow-up and evaluation.

Since many services needed are in no way restricted to a specific time frame, a more useful way to categorize supportive services may be by the nature of the assistance or activities involved. Samples of these categories with examples are as follows:

1. Guidance and counseling - individual and group testing, educational and occupational exploration and planning;
2. Health care - diagnosis and treatment including eye care and dental care;
3. Personal maintenance - clothing, food, and housing;
4. Financial assistance - grants, loans, part-time employment;
5. Information service - educational programs available, employment opportunities, job requirements;
6. Transportation - arrangements and expenses;
7. Legal assistance - work laws, taxes, social security, personal problems;
8. Special educational services - orientation, remedial education, tutoring;
9. Placement and follow-up - job development and identification, preparation and distribution of resumes, arranging interviews, work adjustment and counseling;
10. Recreational opportunities - clubs, hobbies, sports.

A third way to categorize services is by the type of sponsor or sponsoring agencies. One such classification with examples of the services that may be provided by each category is as follows:

1. Governmental agencies - placement, counseling, financial assistance;
2. School services - counseling, transportation, health, work experience, placement;
3. Voluntary organizations - eye care, financial assistance (loans and scholarships), help for the handicapped, tutoring;
4. Individuals - loans, work experience, counseling.

Agencies, Sponsors and the Services Available

In any community or state there are discernible quantities of both needs and resources. There are also agencies assigned the responsibility of using these resources in efforts to meet these needs. Additionally, in most communities there are sponsors who voluntarily unite to provide needed services and resources. Before the process of matching needs and services can begin, a careful inventory must be developed which specifies the nature and kind of supportive services available. This is not likely to be an easy task because of the number of agencies and organizations involved in most communities, but for purposes of illustration, a few of the more common sponsors and the services they normally provide are briefly described below:

1. Public Schools - transportation, counseling, work study, remedial education, educational information, health care, recreational opportunities;
2. Public Employment Office - job development and placement, financial assistance, vocational counseling, testing, interviewing, labor information, referral for training;
3. Vocational Rehabilitation Service - administration of specialized tests for the

physically and mentally handicapped, vocational counseling, physical restoration, specialized training, job placement;

4. Public Welfare Office - counseling, financial assistance, legal services, referral;
5. Junvenile Services Bureau - counseling, home placement, legal services, referral;
6. Public Health Department - examinations, vaccinations, referral;
7. Office of Economic Opportunity - counseling, basic education, special skill training programs for out-of-school youth and adults;
8. Kiwanis Clubs - counseling, scholarships, other financial assistance;
9. Lions Clubs - eye care, examinations, glasses for needy;
10. Rotary Clubs - loans, scholarships, guidance, work study;
11. Shriners - financial support of research, hospital care, and therapy for crippled children;
12. Private Individuals - work experience, counseling, housing, financial assistance.

Organizing for the Coordination Of Supportive Services

A proposed organizational structure for the coordination of supportive services for vocational education students at the federal, state, and local levels is diagramed in Appendix A. Each agency will need to develop its own pattern of operation based on variables pertinent to the particular organization and the level of operation. However, several administrative arrangements are important in developing and implementing an effective coordination program.

Since the major goal of a supportive services program is to assist students, major responsibility for the program should be placed upon a person or persons within the educational structure. This person at the local level would be directly responsible to the Superintendent of Schools or, in the case of an area vocational school, the vocational school director. At the state and federal levels, he would report directly to the Commissioner of Education.

To be successful, there must be strong administrative commitment to the coordination effort. The commitment should be reflected in several ways. Adequate resources with which to do an effective job must be made available. The coordination personnel selected must be allotted sufficient time and given the authority and responsibility to implement the coordination program. The administration must also help develop cooperative relationships and positive attitudes among the various agencies and individuals who should be involved in tne coordination effort.

The key individual in the proposed structure is the coordinator. At each level, the chief school administrator should appoint a coordinator responsible for organizing and operating the supportive services program. The coordinator should work directly and closely with the heads of various supportive service agencies under the auspices of a coordination council. Although the coordinator would have no direct line of authority over any of the agencies, he should seek through this council to establish cooperative relationships and program goals that each agency will support.

Since the supportive services program is primarily concerned with providing assistance to vocational students, the coordinator should consult and review operations periodically with the appropriate vocational advisory council (Appendix A). The local coordinator should also establish and maintain direct and frequent liaison with his counterpart at the state level. All contacts with state agency heads should be handled by the state coordinator, whose main responsibility is to develop and maintain cooperative relationships with all state-level agencies that can provide services. A coordination council made up of agency heads should also be organized at the state level to facilitate the necessary coordination.

Ideally, all local coordinators will have a direct line to a computerized state-level supportive services data bank. Such a data bank, operating under the supervision of the state coordinator, would provide an efficient vehicle for the delivery of information concerning sources of supportive services. To provide for the coordination of information, all agencies in the state capable of providing any type of supportive service for vocational education students would make regular inputs into the data bank. In this way, as indicated in Appendix A, a local coordinator could tap services available anywhere in the state in addition to the resources available in his community. Upon request, a list of all available services relevant to a specific problem would be supplied to the coordinator, who would select the best service for the particular problem.

The most important group with whom channels of communication will have to be established and maintained at the local level is the clientele (students) having specific needs. In addition to personal contacts with clientele, the coordinator

will need to enlist teachers, counselors, administrators, and others to help with the identification and referral of these students.

The Local Coordinator

As already indicated, the coordinator's role is pivotal to the success of any coordination program. To facilitate the coordination of agency efforts and the matching of needs with services that can satisfy those needs (see Appendix B), someone must have the responsibility for fostering coordination. A full-time salaried person is most likely to focus on the problems and achieve results. The coordination responsibility should not under any circumstances be an additional responsibility given to a teacher, counselor, or administrator who already has a full load. If sufficient funds are not available, or if the number of students involved does not justify a full-time person, a part-time person should be considered. Also, rather than work for a single school district, a coordinator in a rural area might work for two or more contiguous school districts.

The local coordinator has several major responsibilities. He should:

1. match individual and group needs to appropriate services;
2. coordinate the services of the school with those of other agencies and organizations in the community;
3. seek to fill gaps in services as they are discovered;
4. establish and maintain open lines of communication with all agencies and organizations;
5. organize a local supportive services coordination council;
6. develop delivery systems for identifying and meeting clientele needs; and
7. disseminate information within the education system and the community concerning supportive services.

The coordinator should be chosen for his demonstrated effectiveness in working with members of the community and his comprehensive understanding of the educational system. The characteristics of an effective coordinator of supportive services may vary according to the local situation, but the following are considered essential attributes:

1. Good reputation with local educators and community leaders;
2. Sympathy with student problems and needs;
3. Effectiveness in utilizing interpersonal skills;
4. Experience as a teacher and or with a supportive service agency;
5. Awareness of agency services and potential areas of conflict;
6. Freedom from any agency control that might cause biased coordination; and
7. Awareness of local power structure and customs.

The Coordination Councils

To provide a social mechanism so that the necessary liaison between the various agencies and organizations involved can be accomplished, a coordination council consisting of supportive service agency heads should be organized at each level. In the formation of the coordination group, care should be taken to secure supportive agency representation by the most powerful man in each agency--one who can and does make decisions and initiate action. The major goal of the council should be to help the coordinator bring about the most efficient match between services and needs that can be achieved.

The state coordination council, which in some states is called a Human Resources Council, should have the sanction of the governor. Appointment of council members, preferably the heads of all state agencies which can provide some type of supportive service, by the Governor ensures his backing and the cooperation of the agencies.

At the local or area level, the superintendent or vocational director should formally request the services of public and private agency heads on a similar council. Representatives of various civic and other community organizations willing and able to provide services for students should also be asked to serve on the council. The coordinator should assume responsibility for organizing the council and should help define its responsibilities. The operating policies and procedures of the council will depend upon the local situation and the wishes of those who are involved. The following are recommended minimum responsibilities:

1. Advise the coordinator on operational procedures most effective for identifying and matching needs and services;
2. Seek active involvement and support of program by all agencies and organizations;

3. Develop ways to expand social, health, guidance, and other services available to students; and
4. Establish means for publicizing the availability of supportive services.

Once the agencies and organizations to be represented have been determined, the coordinator should schedule the first meeting. The purpose of the organization should be explained and officers elected. Regular meetings should be scheduled and suggestions secured for representation of additional groups. Each representative should be given some time to explain the role and function of their agency. After the first meeting, the coordinator should serve in a consultant or executive secretary capacity and work with the elected chairman to develop agenda and initiate required actions.

Operational Considerations

A few additional points based on organizational theory and experience with selected programs are offered for consideration in planning for the operation of supportive service coordination programs.

The coordinator should be aware that each person on the coordination council is likely to think first of his own group's goals and the defense of their boundries. Every agency has a boundary of some sort which makes it different from other agencies, and each agency must protect its boundaries in order to maintain a separate existence (Bertrand, 1970). No agency will want to give up control of some or all of its resources or identity. This does not mean that agencies represented on this coordination council will be unwilling to cooperate, but it does mean that some attention will have to be given to boundary maintenance and the development of common goals. It will be very important to give each participating agency full credit for its role in the coordination program.

The objectives of interstitial groups such as the council must be reached by a bargaining process. Some compromises will have to be made by the representatives of the agencies until common goals can be agreed upon. When agreements are reached, the interstitial group will become the new vehicle through which decisions affecting all groups are made. At this point the new group no longer represents a body of competing individuals but is an organization with common purposes (Bertrand, 1970).

Attention should be given to the reduction of stress that may develop between agencies participating in the coordination program. Tension can develop, despite the cooperative intent of individuals and agencies, because of a lack of understanding of the goals and purposes. When motives are misconstrued as competitive or conflicting rather than cooperative, stress will increase. Coordination activities should be carefully planned to minimize rather than maximize the stress already present in the cooperating agencies. The more open communication and interaction are between groups, the less tendency there is for conflict to arise between them.

An operations policy that has worked well for Concerted Services in Training and Education (CSTE) is that the coordinator is afforded no authority over any agency or program. The coordinator acts as an "ombudsman." Thus, cooperation with CSTE is essentially non-threatening, thereby enhancing the coordinator's efforts with any agency or organization in meeting the needs of the people. Essentially the posture of the coordinator should be one of requesting the help of agencies rather than directing them to provide needed services.

Other practices that have worked exceedingly well for CSTE coordinators include avoiding personal publicity and playing down the importance of their role. Care is taken to be sure that the agencies or organizations participating in a project are given full credit for the services and resources they provide. The coordinator's reward comes from knowing that a need has been met.

The coordinator must assume responsibility for becoming as knowledgeable as possible about the programs and services that each agency is capable of providing. Continuous communication and visits with each agency are important in keeping informed about their activities and in keeping the agencies informed of the activities of one another. The lack of a functional communications network will prove to be a major barrier to successful coordination. Before coordination can occur, the coordinator must have information about clientele needs and about the referral services available to satisfy those needs.

Recent federal legislation manifests the necessity for coordination. To achieve it will require personnel whose primary responsibility is satisfying the unmet needs of students. In the past, the responsibility for providing supportive services to students has rested upon various members of the professional staff by implication, but it has usually stood alongside equal or more compelling objectives.

Requisites for Matching Services to Needs

The goal of supportive services coordination is an attempt to satisfy all unmet needs of the clientele to be served. A mission of this magnitude necessitates a close working relationship with the coordination council and community in the identification of needs and the ordering of their priority.

Clientele are not only those enrolled in vocational programs but also potential students, whether they be drop-outs, itinerant students, unemployed or underemployed adults, or persons desirous of retraining in a vocational pursuit. Identification of clientele and their multifaceted needs requires a determination of *where to look, how,* and *for what purpose.*

With the help of the coordination council, existing committees within the community should be identified and questioned about their constituents' needs. Clientele not represented, such as ethnic minorities, general consumers, migrant workers, and individuals, should also be questioned about their needs. It is good for a coordinator to remember:

1. When consensus is reached by groups, some differences of opinion generally exist, much the same as values in the computation of mathematical averages.
2. Well designed and tested surveys can be effectively used to determine many needs as well as to provide clues to the existence of others.
3. To search out minority and or individual opinion requires deep confidence in the coordinator as an "ombudsman," so that he can secure greater accuracy of individual or group position.
4. While it is necessary for the coordinator to maintain an open-door policy, he must also continually search out a wide spectrum of persons within the community to learn about their needs.
5. It is important to recognize that certain supportive services may occur before enrollment, some during enrollment, and others following course completion or graduation.
6. The needs of students currently enrolled in regular programs should not be overlooked.
7. There is a necessity to foster one's ability to foresee impending needs, perhaps as a consequence of anticipated program action.
8. Priorities should be assigned each identified need in accordance with its size, interrelationships to other needs, and relative importance to the scheme for total coordinative effort. The degree of need fulfillment achieved, as revealed by evaluative data (Appendix B), must also be considered in the periodic reassessment of priorities.
9. Evaluation is a necessary and continuous process to be initiated at the program planning stage. Attention must be given to evaluating both the product (fulfillment of student needs) and the processes utilized to achieve the objectives of the total coordinative effort (Norton, Love, and Rolloff, 1970).
10. Time spent in attempting to determine accurately clientele needs may contribute most to the cost effectiveness of the coordination activity.

A second major endeavor of the coordinator must be to inventory the supportive services presently available to the community. The coordinator should give consideration to:

1. Utilizing the coordination council and other advisory groups as a nucleus for information to tabulate the services they provide as well as qualifications for use; (See Appendix C for a sample resource directory.)
2. Initiating surveys which offer a supplemental approach to determining provisions for and interest in supportive services by other organizations, industries, and civic groups;
3. Assembling supportive service data from sources outside the community, area, state and nation; (Support from these sources can be as important as those presently available to the community.)
4. Becoming a catalyst for the development of new or refined services to meet any unmet or anticipated need;
5. Combining parts of several agency programs, when necessary, to meet a given need;
6. Assisting in establishing and using a cooperative local-state data bank; and
7. Packaging and disseminating data bank information for use in developing programs based on need.

A third requirement for coordination is the coordinator's thorough knowledge of the community to be served, its leaders and power structure, coupled with an understanding of agency services and potential agency conflict.

Armed with the facts on clientele needs, the availability of supportive services, and an intimate knowledge of the community, the coordinator is well prepared to initiate the actual matching of services to needs.

Summary

There is an enormous unsatisfied need for the coordination of supportive services for vocational education students, not only in rural areas but in all areas. Evidence indicates that program efficiency and effectiveness can be enhanced by coordinative activities based on an attempt to optimize the meeting of vocational student needs. The criteria and procedures set forth in these guidelines offer the practitioner a methodology for successful coordination.

In conclusion, there are many public, private, religious, and fraternal organizations and agencies which provide specialized services, but no one organization is designed to provide assistance that will meet *all* problems. We do believe, however, that by proper utilization of all organizations and agencies in a coordinated approach, no need should go unmet.

BIBLIOGRAPHY

Norton, Robert E., Denver B. Hutson, and John A. Rolloff. *Coordination of Supportive Services for Vocational Education Students in Rural Areas.* Final Report of Institute I, National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas. U.S. Office of Education Project No. 9-0472. Fayetteville, Arkansas: College of Education, University of Arkansas, December, 1970.

Norton, Robert E., E. Lamar Love, and John A. Rolloff, *Guide to Improving Vocational Education Evaluation.* Fayetteville, Arkansas: College of Education, University of Arkansas, December, 1970.

(The following papers were presented at Institute I of the National Inservice Training Multiple Institutes for Vocational and Related Personnel in Rural Areas, U.S. Office of Education Project No. 9-0472, held at the University of Arkansas, Fayetteville, Arkansas, in 1970. The papers are printed in their entirety in the final report of Institute I, referenced above. Each author's affiliation is listed in parentheses.)

Arnold, Walter M. (American Vocational Research Corporation, Washington, D.C.). "The Role of Coordination in Vocational Education."

Bertrand, Alvin L. (Department of Sociology and Rural Sociology, Louisiana State University, Baton Rouge, Louisiana). "A Theoretical Framework for the Coordination of Supportive Services for Vocational Education Students in Rural Areas."

Bishop, C.E. (Vice-President for Public Services, The University of North Carolina, Chapel Hill, North Carolina). "The Changing Educational Needs of People in Rural Areas."

Couchman, Dwayne (Concerted Services in Training and Education, Forrest City, Arkansas). "Coordinating Programs and Resources at the Local Level through Concerted Services in Training and Education."

Dellefield, Calvin (National Advisory Council on Vocational Education, Washington, D.C.). "Using Advisory Councils and Committees to Improve Vocational Programs for Rural Students."

Gilliland, C.B. (Rural Development Program, U.S. Department of Agriculture, Washington, D.C.). "Concerted Services in Training and Education Pilot Projects."

Malinski, Joseph F. (Program Development Section, Vocational-Technical Education, Minnesota Department of Education, St. Paul, Minnesota). "Implications for Coordination Suggested by the Vocational Education Amendments of 1968 and Other Legislation."

McCauley, John S. (U.S. Training and Employment Service, Manpower Administration, U.S. Department of Labor, Washington, D.C.). "The Cooperative Area Manpower Planning System."

McRae, Tom (The Model Cities Program, Texarkana, Arkansas). "Model Cities and Problems Involved in the Coordination of Federal Programs and Federal Services."

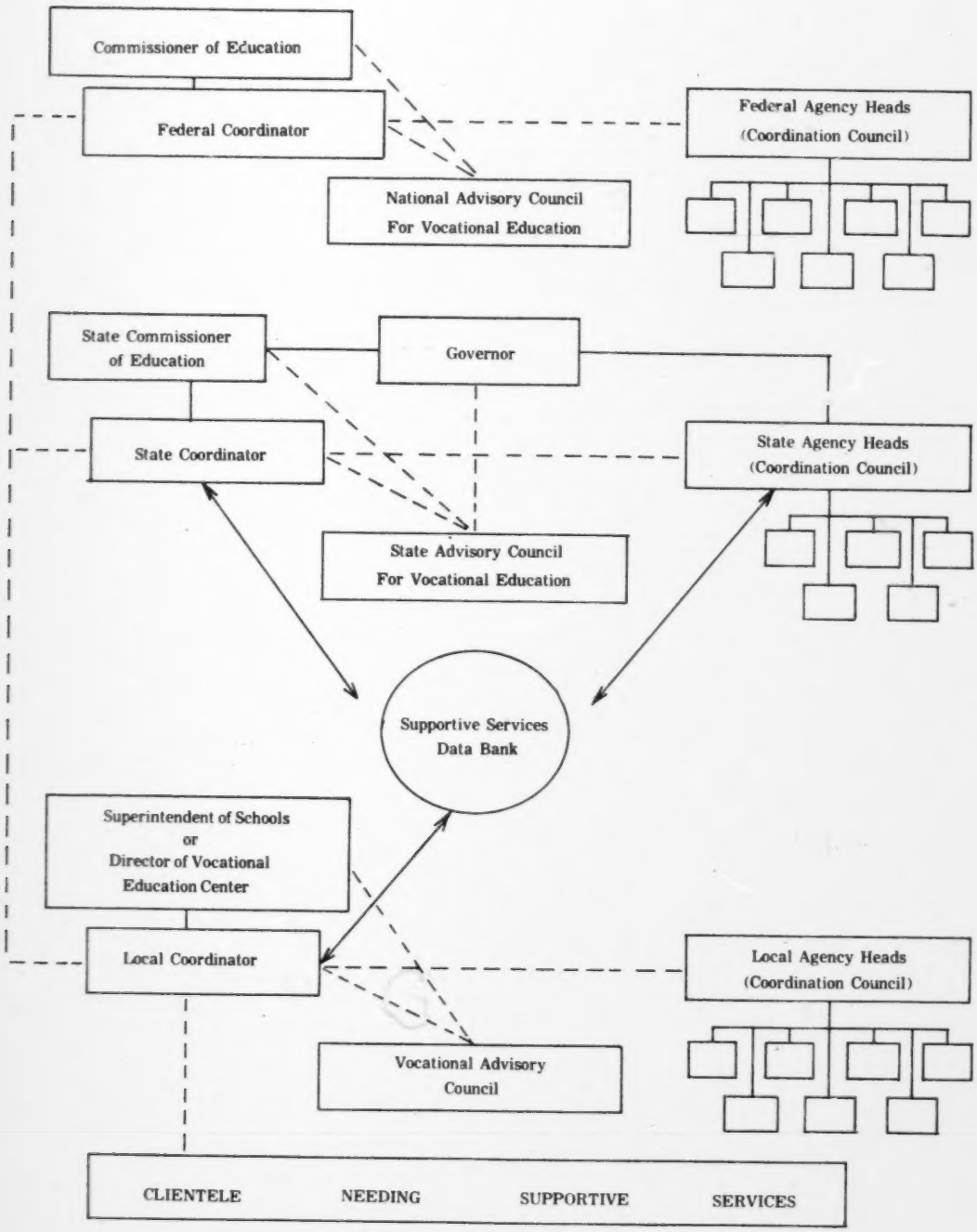
Shack, Chrystine R. (Program Development, New Jersey Urban Schools Development Council, Trenton, New Jersey). "Strategies for Utilizing Community Resources in a Comprehensive Supportive Services Program."

Stover, Thomas R. (Arkansas CAMPS Program, Little Rock, Arkansas). "The Arkansas CAMPS Program."

VanZandt, Bill (Counselor Education, University of Arkansas, Fayetteville, Arkansas). "Strategies for Utilizing School Resources in a Comprehensive Supportive Services Program."

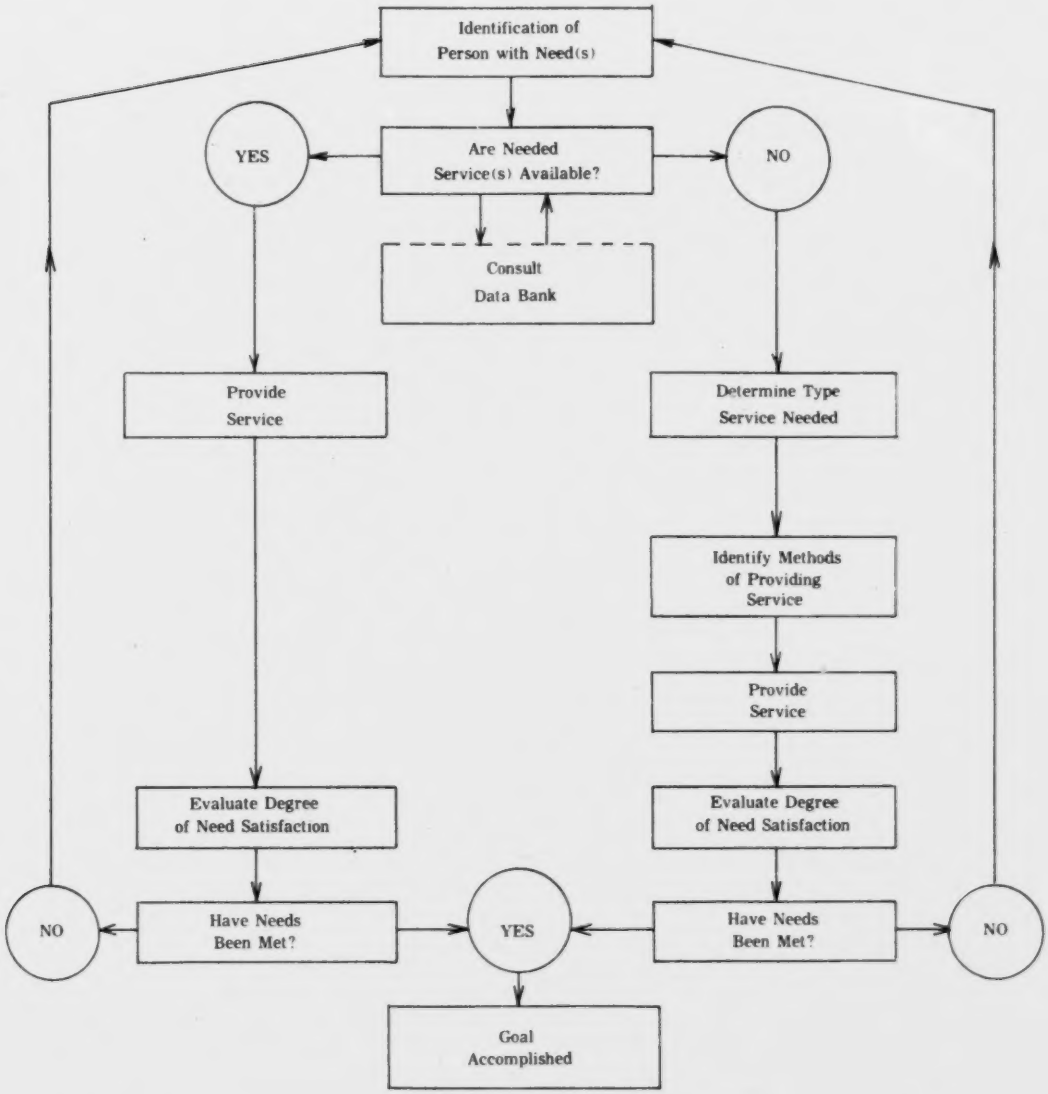
Appendix A

PROPOSED ORGANIZATIONAL STRUCTURE FOR COORDINATION OF SUPPORTIVE SERVICES



Appendix B

PROCEDURE FOR SATISFYING INDIVIDUAL NEEDS



Appendix C

RESOURCE DIRECTORY

The listings in the directory contain the name, address, telephone numbers, person to contact, and services provided for many of the organizations and agencies within Washington and Madison Counties.

This directory is designed to assist counselors, ministers, school administrators, business and professional people and others involved in providing guidance and assistance to individuals in need. We hope that this directory will be helpful to such advisors in supplying information to all who need this service.

Manager, Area
Employment Security Division

NAME OF ORGANIZATION Developmental Child Care Center
220 North College, Fayetteville, Arkansas
JA 1-1230

PERSON TO CONTACT Mrs. D. R. Whillock

SERVICES PROVIDED Headstart activities, mental and dental examinations and treatment. Also psychological and social services when needed. Aid to children and families to gain greater confidence, self-respect and dignity. Will employ some parents periodically.

QUALIFICATIONS FOR ELIGIBILITY Two and a half to five years of age---children starting to school the following year. Families are eligible according to federal guidelines.

NAME OF ORGANIZATION Vocational Rehabilitation
455 East Township Road, Fayetteville, Arkansas
442-4233

PERSON TO CONTACT Virginia Johnson or Glenna Yeager

SERVICES PROVIDED Serves the physically and mentally handicapped through vocational counseling, diagnosis, guidance, physical restoration, schooling, training, and job placement.

QUALIFICATIONS FOR ELIGIBILITY Any Arkansas resident who has a physical or mental handicap and has a reasonably good chance of being made employable through rehabilitation services. The person's handicap may date from birth or from accident or illness later in life, but there must be a substantial handicap, one limiting the person's ability to engage in gainful employment.

Editor's Note: Excerpts are from the resource directory published by the Fayetteville office of the Employment Security Division in which a total of forty-six organizations were listed.